

# OPERATIONS UPDATE



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## CHINA: FLASH FLOODS

31 December 2002

*This Ops Update is intended for reporting on emergency appeals.*

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries. For more information: [www.ifrc.org](http://www.ifrc.org)*

*Appeal No. 16/02; Launched on 25 June 2002 for CHF 5,044,000 (USD 3.34m/EUR 3.43m for 3 months for 100,000 beneficiaries.*

*Disaster Relief Emergency Fund (DREF) Allocated: CHF 200,000*

*Operations Update No. 5; Period covered: 25 August-November 30; Last Update: 3 September 2002*

### IN BRIEF

*Appeal coverage: Covered*

*Related Appeals: 01.37/2002/East Asia regional programmes*

*Summary: The Red Cross Society of China, along with the authorities, was the first organization to respond to the floods and provide assistance to many of those most affected. The National Society has since been engaged in an effective response operation with strong support from the International Federation.*

### **Operational Developments w**

In 2002, China was exposed to extreme natural phenomena. The flood season started earlier and lasted longer than usual. According to statistics issued in early September by China Ministry of Civil affairs, the 2002 floods have claimed 1,532 lives across China and have affected at different degrees an estimated 190 million people. One million houses were destroyed and 13.15 million ha of crops were damaged. Local governments temporarily evacuated more than 2.4 million people from several floods-prone areas. Direct economic loss of the 2002 floods amounts to approximately 68 billion yuans ( 8.2 billion US dollars). While heavy downpours have been repeatedly registered between June and September in central and southern provinces, a prolonged drought and high temperatures were affecting large areas in the North of the country. The State Fire Prevention Office reported that bush fires raging in Inner Mongolia, for more than 20 days in August, were the worst in the last 53 years. In August an earthquake measuring 5.3 on the Richter scale was felt in Sichuan. Heatwaves claiming several lives swept across the country in July and August .

At the end of August, a State of Emergency was declared by the authorities of the southern China's province of Hunan while the water levels of Dongting Lake were rising threatening as many as 10 million people in the densely populated surrounding area. Dongting Lake is the second largest fresh water lake in China and it acts as a giant overflow for the flood prone Yangze River. The emergency alert remained in force for almost two weeks during which hundreds of thousands of volunteers worked around the clock inspecting the dikes and reinforcing them with sand bags.

Of 25 regions affected by the flash floods in June, seven provinces in Central and Southeast China: **Shaanxi, Sichuan, Guizhou, Guanxi, Hunan, Fujian, Jiangxi** and one municipality-mega city **Chongqing** were categorized as having suffered the most serious losses and damages. Subsequent repeated floods have increased vulnerabilities with two additional provinces - **Hubei** and **Yunnan** - qualifying for support through the funds raised within the current appeal.

In China, the central government, through its Ministry of Civil Affairs (MoCA) takes the lead role in emergency response co-ordination, as well as in disaster preparedness strategies. The Red Cross Society of China (RCSC) role is complementary, as an auxiliary to this response.

### **Red Cross Red Crescent Action**

Along with the Ministry of Civil Affairs, the RCSC branches were the first to respond to the June flash flood and subsequent disasters by releasing emergency funds and available Disaster Preparedness (DP) stocks from both the headquarters and Disaster Preparedness centres, deploying dozens of joined Ministry of Health/Red Cross Medical teams and mobilising volunteers.

Based on the information provided by the Ministry of Civil Affairs' offices in the provinces and channelled to the national Headquarters through the provincial branches of the RCSC, ten Red Cross assessment teams were dispatched in the affected areas. Subsequently, the RCSC launched a national appeal for solidarity and support to the flood victims. At the request of the National Society, the International Federation launched on June 25, the International Emergency Appeal (16/2002). Due to the low level of emergency stocks at both headquarters and lower organizational levels and a lack of funds to pre-finance the procurement of relief items, RCSC's interventions take place when funds from national and international appeals, collection and fundraising campaigns are raised.

The National Society perceives itself therefore as an organization intervening mainly in the "prolonged" phase of an emergency and its response could be qualified as more reactive than proactive.

As the result of the International Appeal and subsequent donor response, the RCSC and the Federation delegation developed an initial Plan of Action qualifying eight provinces affected to benefit from the International Red Cross/Red Crescent assistance, which includes rice, tents, quilts and water purification powder.

An additional Plan of Action was agreed later in September to target an increased number of beneficiaries in two provinces already qualified to benefit from the Emergency Appeal but also to extend support to two other provinces in which vulnerabilities seriously increased in the meantime.

Due to the fact that the relief operation was intended to cover such a vast area<sup>1</sup> and that many of the RC provincial branches were lacking experience in running it, the RCSC HQ invited secretaries of the branches in eight initially targeted regions (7 provinces and one municipality) for a briefing in Beijing as soon as the Appeal was launched. The briefing on RCSC Operational Rules and Procedures was provided by RCSC leadership and Relief and Finance managers. Federation representatives have been given the opportunity to inform the participants on Federation's standard operational requirements.

In the same context, 16 RCSC's Finance Officers (two from each of the eight initially targeted regions) attended in July a three day Workshop on financial management and reporting organized by the RCSC Headquarters. During the workshop, a session on Federation standard financial procedures was facilitated by a Federation representative from the regional finance unit in Kuala Lumpur. Some provincial branches and lower organizational levels (prefectures, counties, villages) encountered difficulties in running the operation due to a lack of experience implementing International Federation Emergency Appeals. The RCSC HQ issued several memos to strengthen management of relief activities, reminding branches concerned of the agreed beneficiary selection criteria, suggesting a focus on a limited number of counties per province (maximum 20) and efforts to avoid duplication.

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<sup>1</sup> Please note that the provinces/autonomous regions and/municipalities in China have the size/population of medium to big European countries.

In mid-July, the Regional Delegation in Beijing was reinforced by five delegates: two short term field delegates, and a short term Reporting delegate, a Finance delegate and a long-term Regional Information Delegate.

The arrival of the Regional Information Delegate has contributed substantially to the high media profile given to the Red Cross during the flood alert around the Dongting Lake in late August.

From August 22 to August 26, the Regional Information Delegate was based in Yueyang, a city on the Lake's shore, acting as a focal point and vital source of information for all international media. Dozens of interviews have been given daily to all international media.

At the end of October/beginning of November one Field Delegate completed her mission. The missions of three other short terms delegates were extended.

During the reporting period, all provinces but one from those targeted in the initial appeal were visited for information gathering, assessment and monitoring purposes by Federation delegates and RCSC HQ counterparts. Visits were conducted in Hunan, Jiangxi, Fujian, Guangxi Zhuang Autonomous region, Guizhou, Sichuan and Shaanxi provinces and in the municipality of Chongqing.

It is also noted that only a portion of regions affected by this years' floods have been covered through the current Appeal. The RCSC and its branches have however responded to the 2002 disaster in as many as 24 provinces/autonomous regions/municipalities. Bearing in mind the size of the country, frequency and intensity of disasters in 2002, the capacity of the relief division at the RCSC headquarters in Beijing staffed with four staff members only, proved to be limited.

One of the obstacles for branches in both running relief operations and everyday programmes has been a limited access to transportation following their gradual separation from the Ministry of Public Health (MoPH). As a result, some of the local branches in provinces affected by 2002 floods found it extremely difficult, in some cases impossible, to access communities affected by the disaster.

In order to support the National Society in addressing some of its needs for transportation, two vehicles were procured under the current Appeal .

## | Objectives, activities and results

### **Targeting**

The RCSC and the Federation have agreed on main criteria for the beneficiary selection as follows:

- Families who have lost their crops during the floods;
- Families who have lost their homes or have had their homes seriously damaged;
- Elderly without family support, physically or mentally handicapped and families with very low income who have been affected by the floods.

The Red Cross branches in the provinces were advised by the headquarters that the above criteria should be strictly observed. The request was channeled down to the county level branches. However, the ultimate responsibility for identifying the most vulnerable within the communities remains with the Committee of the village<sup>2</sup> and implies the locally appropriate vulnerability criteria.

The RCSC and the Federation remain therefore supportive of maintaining a flexible approach to beneficiary selection at the grass-root level.

Based on the ultimate input from the Committee of the villages, the RC branches in the townships (lowest organisational level in the RCSC structure) are in charge of compiling final lists of beneficiaries and reporting back to the upper organisational level which is the county level.

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<sup>2</sup> The village committee is basically the local authority at the grass-root level. Members are elected and not appointed.

Though the number of beneficiary households which were surveyed by the Federation field delegates on the random sample basis has been very limited (mostly due to logistics constraints in terms of accessing remote areas), most of the households/beneficiaries visited and interviewed fit into the above criteria.

In some provinces/prefectures (Guizhou and Sichuan), the flood relief programme appeared to be confused at the grass roots level with the government aid-for-poor programme, which targets socially vulnerable but not necessarily people affected by the floods.

### **General principles of cooperation between the RCSC and the International Federation in relief operations**

General terms of cooperation between the RCSC and the International Federation were set already in the 1991-1992 operations.

#### ***Relief***

\*Type of relief items, their approximate quantities (based on the estimate price), targeted geographical areas and beneficiary rations for an Emergency relief operation are defined in one or several **Plans of Action (PoA)** and agreed between the RCSC and the International Federation.

\*Besides the relief component(s) and its value, each Plan(s) of Action comprise also a breakdown of National Society's operational costs;

\*Plan(s) of Action are revised and/or amended on the basis of the amount of funds received and newly emerged needs.

#### ***Funding***

\*Funds allocated for the procurement of relief items and RCSC's operational costs and raised through an International Appeal are transferred in cash from the Federation Secretariat to the account of the Red Cross Society of China headquarters;

\*RCSC Accounts have been regularly audited by an international auditing company;

#### ***Logistics***

\*According to the RCSC *Rules and Regulations for the Purchasing of commodities*, both the RCSC headquarters (through its Logistics department, a so called Service department) and the provincial branches are entitled to and responsible for purchasing relief items, keeping the register of suppliers and controlling the quality of the items procured.

\*RCSC *Rules and Regulations* are in compliance with the *Public Tender Law* and *Public Procurement Law* of the People's Republic of China but on procedural issues, they do not always fully match with the International Federation standard requirements.

\*The Contract between the RCSC and the supplier generally includes transportation costs from the manufacturer to the provincial Red Cross branch.

\*Red Cross branches at the Prefecture level are responsible for providing general support and co-operation while the branches at the county level are in charge of the micro-distribution.

#### ***Reporting***

\*The RCSC attempts to respond to the growing needs for reporting has been translated into a Disaster Preparedness and Response reporting system which consists of 13 forms exchanged between the provincial branches and the headquarters. The forms have been in use by the RCSC for many years. In the summer 2002, a software application comprising these forms was designed and installed in the computers in branches and at the headquarters. Along with initial computer literacy training all these activities were part of the RCSC computerization programme supported by the Federation. Five of the target provinces/municipalities for the current relief operation have benefited from the project.

The system is not fully functional yet and additional training for staff members in the branches and at the headquarters is needed. Reporting on the current operation has been in a sense, a test for the system. It has proved that it needs to be further upgraded thus enabling an increasing level of analytical data processing versus the simple collection of facts. The accuracy, the quality and the consistency of the RCSC reports do not meet yet donors reporting requirements.

\* The existing reporting system within the National Society does not envisage progress or interim reports but only a final report, upon the completion of the operation at the provincial level which is reported to the headquarters through a Form 9 which stands for *A consolidated distribution report* .

\* In order to improve the overall understanding of the reporting and enhance the skills of RCSC in this operational area, the Federation Delegation proposed to carry out a pilot training workshop for selected RCSC English speaking staff-members. The workshop could be further adapted and replicated in Mandarin for other staff-members both at the headquarters and in the branches.

### ***Conclusion***

\* The RCSC is fully in charge of and therefore responsible for all operational issues. The Federation Delegation's involvement is limited in scope, activities and capacities.

### **Current Appeal**

#### **Relief**

Relief objectives from the current Appeal were originally framed into four **(4) Plans of Action**. Information from the Provincial Branches and from field visits, indicated that the priority was for additional food and quilts. Therefore with funds that have been made available by donors in the meantime, a new Plan of Action (PoA 5) was designed later in September and is based on an increased need for rice and quilts in two provinces already targeted in the Appeal and on the newly emerged need for these items in two additional provinces. These four provinces have suffered from repeated floods in July and August. Subsequently, the Delegation requested a modification to the budget.

RCSC Relief department has called upon provincial branches to ensure at the largest possible extend the co-ordination of the distributions of relief supplies from various sources (national and local donations, Hong Kong branch support, MoCA and/or other government institutions) but still in full compliance with donors requirements thus minimising the possibility of gaps and/or duplications and maximising the impact of the relief.

Field reports indicate that this recommendation from the RCSC headquarters was followed with varied success in the field.

#### **Plan of Action 1**

##### ***Objectives:***

- w** *To provide water purification powder and disinfectant for the benefit of 1 million men, women and children in areas where water sources have been contaminated..*
- w** *To provide 2,000 tents to vulnerable segments of the population who have lost their homes because of floods*

**Relief Items:**

**Water-purification powder**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	<b>Total</b>
quantity	1,5 MT	1,5 MT	1,5 MT	1,5 MT	1 MT	1 MT	1 MT	1 MT	10 MT
Approx. value (CHF)									268'906
beneficiaries									

**Tents**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	<b>Total</b>
Quantity /pcs/	260	260	260	260	180	175	180	180	1'755
approx. value (CHF)									578'121
beneficiaries									7'020

**Plan of Action 2:**

***Objective:***

**w** *To provide one food commodity (rice) to 100,000 women, men and children for three months to complement existing foods which are available and accessible.*

**Relief Items**

**Food/Rice**

Provinces	Guangxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	<b>Total</b>
Quantity (MT)	261	629	340	340	340	340	2'250
approx. value (CHF)							1'000'000
beneficiaries	5'800	13'978	7'556	7'556	7'556	7'556	50'000

**Plan of Action 3:**

***Objective:***

**w** *To provide one food commodity (rice) to 100,000 women, men and children for three months to complement existing foods which are available and accessible.*

**Relief Items**

**Food/Rice**

Provinces	Guangxi	Jiangxi	Shaanxi	<b>Total</b>
Quantity (MT)	463	629	629	1'721
approx. value (CHF)				757'388
beneficiaries	10'290	13'980	13'980	38'244

**Plan of Action 4:**

***Objective:***

**w** *To provide 20,000 quilts to the most vulnerable segments of the flood-affected population.*

**Relief Items**

**Quilts**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	<b>Total</b>
Quantity /pcs/	4'081	4'081	4'081	4'081	2'721	2'721	2'721	2'721	27'208
approx. value (CHF)									326'519
beneficiaries	4'081	4'081	4'081	4'081	2'721	2'721	2'721	2'721	27'208

### Plan of Action 5:

#### Objectives:

- w *To provide one food commodity (rice) to 100,000 women, men and children for three months to complement existing foods which are available and accessible.*
- w *To provide 20,000 quilts to the most vulnerable segments of the flood-affected population.*

### Relief Items

#### Food/Rice

Provinces	Guangxi	Hunan	Hubei	Yunnan	<b>Total</b>
Quantity (MT)	235	235	354	353	1'177
approx. value (CHF)					400'000
beneficiaries	5'222	5'222	7'844	7'844	26'156

#### Quilts

Provinces	Guangxi	Hunan	Hubei	Yunnan	<b>Total</b>
Quantity /pcs/	9'877	9'877	14'815	14'815	49'384
approx. value (CHF)					500'000
beneficiaries	9'877	9'877	14'815	14'815	49'384

The initial three months time-frame for the relief operation within the current Appeal was extended to the end of February 2003. This is primarily due to the late signing of the Operational Contract with ECHO/Netherlands Red Cross (ECHO/CHN/210/2002/02001) and the related operational time frame of six months (until February, 4, 2003) for the execution of the Plan of Action 2.

The overall slow pace of the operation is due to many factors ranging from financial, logistics and information flow to human resources constraints.

#### Implementation of the Operational Plans of Action

Upon receipt of funds, the RCSC starts with the implementation of one or several Plan(s) by opening the tendering process for the purchase of goods and related quantities defined in the PoA(s). Plan(s) of Action could be and have been revised and/or amended on the basis of the amount of funds received and changing and/or newly emerged needs. Targeted numbers of beneficiaries is modified accordingly..

The implementation of the **Plan of Action 1** (PoA 1) (procurement and distribution of tents and water purification powder started as soon as the first cash transfer was made on 17 July 2002. Subsequent transfers which have taken place between 25 July and 25 November 2002 were used for the implementation of the **Plan of Action 4** (PoA4) (procurement and distribution of quilts) and the **Plan of Action 3** (PoA3) (procurement and distribution of rice).

The transfers included amounts earmarked for the operational costs of the National Society. The implementation of the **Plan of Action 2** (PoA2) (procurement and distribution of rice) and of the **Plan of Action 5** (PoA5) (procurement and distribution of additional quantities of rice and quilts) has not started

within the reporting period. Funds for the implementation of both PoA2 and PoA5 were however transferred in two instalments to the RCSC: on September 23 and October 25 for the PoA 2, 2002 and on September 23, and November 25, 2002 for the PoA5.

DREF funds worth CHF 200,000 allocated for the current Appeal, were not activated for two main reasons:

- w** at the early stage of the operation, the National Society expected to be able to pre-finance the initial procurement. Subsequently, this assumption was found to be incorrect.
- w** quick pledges made by donors in response to the Appeal indicated that the DREF funds will not be needed.

### **Sources of information**

Data on the implementation of the Plans of Action provided in this report are based on the following :

- Dates of transfer of funds to the RCSC and Federation documents announcing the transfers and the use of funds;
- Copies of offers and contracts with selected suppliers provided by the RCSC Relief and Service departments;
- Test reports from the competent institution (SGS) on the quality of the distributed rice (random sampling made by Federation delegates on two different locations)
- Copies of RCSC DP Forms number Six<sup>3</sup> and Eight<sup>4</sup> which were sent by RCSC provincial branches to the Relief department at the headquarters and processed with the Federation support into a comprehensive but not yet completely exhaustive document;
- Copies of documents/memos sent by the RCSC to the provincial branches and made available to the Delegation;
- Project Agreements for the PoA 2 and PoA 5 between the Federation delegation and the RCSC
- Field reports following monitoring visits carried out by Federation Field delegates in six of eight initially targeted provinces

### **Relief distribution of food and basic non-food items**

At the beginning of the operation, it was decided that all relief items from the current Appeal will be purchased centrally, by the RCSC's headquarters and dispatched from the supplier to the Provincial RC branches.

The Provincial branches are in turn responsible for providing the distribution plan for their respective provinces. This plan combines disaster assessment data (beneficiary numbers and locations: prefectures, counties and villages) and the type and quantities of relief items which will be available and are pre-allocated by the headquarters to the affected province.

Once the goods have been received by the provincial branch, the branch relief officer notifies the receipt of goods to the RC prefectures and counties targeted in the plan and co-ordinates further transportation of goods to distribution points and final beneficiaries.

The provincial branch bears a share of transportation costs, which could be eligible for reimbursement by the National Headquarters. Transportation costs that might occur at the county level (distribution to villages) are bore by the local authorities.

### **Food**

***Objective 1: To provide one food commodity (rice or wheat) to 100,000 women, men and children for three months to complement existing foods which are available and accessible.***

Provision of complementary food assistance to people whose farmlands were washed away by floods, to those who have lost their only annual harvest due to the floods, or to the already vulnerable (elderly without family support, handicapped and disabled persons and low income families) remains still, five months after the disaster, one the primarily concerns of the RCSC.

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<sup>3</sup> RCSC Reporting Form 6: *Relief Goods Distribution Plan* prepared by the Provincial RC branch

<sup>4</sup> RCSC Reporting Form 8: *Receipt of Goods* by the Provincial RC

In all affected provinces, most of the beneficiaries were left without their first annual harvest in June due to the early floods. Those who have had their fields washed away or damaged were prevented to seed for the second annual harvest in October in the provinces where there are normally two harvests annually. People were left without food - in many cases their only source of income - as well as being obliged to buy or borrow rice from the government, relatives and friends, thus getting themselves into debt. As a result, their already precarious situation has been worsening. Therefore there is a general consensus that rice is the top priority for the beneficiaries.

In accordance to the nutritional habits in the regions targeted in this appeal it was decided to procure rice and not wheat. A nutritional value of 100 gr of white rice, which was distributed to beneficiaries, is approx. 361 Kcal<sup>5</sup>. By applying the Sphere Standards of 2,100 Kcal of daily needs per person, with rice only, the beneficiaries have some 85% of their needs covered over a three months period. This calculation is based on a ration of approximately 500 gr. per day, equalling to 1,805 Kcal.

The above Appeal objective was framed into three Plans of Action (**PoA 2, PoA 3, PoA 5**). At the time of reporting only the PoA 3 was fully implemented. The implementation process for the PoA 2 was temporarily suspended due to procedural shortcomings in the tendering process. The implementation of the PoA 5 was subsequently delayed as well.

By using the price for a MT. of rice from the PoA 3, as a reference for further procurements (PoA 2 and PoA 5) of the same commodity, the projected number of beneficiaries assisted with the rice will rise from 100,000 to approximately 123,978 which represent an overall increase of almost 24% .

**Implementation of the Plan of Action 3 (PoA 3)**

The targeting of provinces to be supplied in the first place within the PoA 3 (please see above table) was done according to the degree of vulnerability following the disaster and available funding at the time of procurement.

After a tendering process, the RCSC headquarters contracted on 30 August 2002 the company “Food Trade Center” from the Yingshan County and Tangdian Township in the Anhui Province.

Quality test report (Certificate No: 6150/AGA20020291SH-2) on the sample taken from the supplier and subsequent test reports (certificate no:6150 /AGA20020291SH-1 and 6150/AGA20020291SH-3) on samples of rice taken by Federation Field delegate on the random basis in Guanxi and Shaanxi provinces respectively, showed that the rice distributed to beneficiaries fully match with the required and agreed quality standards.

Given the price of RMB 1,870 (approx.CHF 331) for a MT of rice which appeared to be lower than the one used for the budgeting purposes, the RCSC was able to purchase within the PoA 3 a total of 2,152 MT of rice instead of 1,721 MT which was the initially planned quantity to be purchase.

The agreed ration of 45 kg per person for a three months period was therefore distributed to 47,822 of beneficiaries versus 38,244 originally targeted. To ease the distribution process for the beneficiaries, the ration of 45 kilograms of rice, per beneficiary was packed in three 15 kg bags and distributed as a one-off-donation.

As stipulated in the contract, the time-frame for the delivery of rice from the supplier to the Red Cross headquarters of the target provinces by trucks or train was to take place between 8 September and 20 September 2002.

**Distribution of rice according to the PoA 3**

Provinces	Guangxi	Jiangxi	Shaanxi	Total
Means of delievery to the province	train truck	truck	train truck	

<sup>5</sup> Thai food composition table 1999, Institute of Nutrition, Mahidol University, Thailand,

Date of Receipt of goods by the province	Sept.20	Oct. 9- Nov 6	Sept.23 Oct.20	
Quantity received (MT)	582	785	785	<b>2'152</b>
Quantity distributed within the province(MT)	582	785	785	<b>2'152</b>
No. of prefectures	6	5	6	
Distribution time frame	Sept.20 Oct. 19	Oct.9 Nov.8	Sept.26 Nov.20	
Beneficiaries	12'933	17'444	17'444	<b>47'822</b>

*Please note that for the reporting purposes, the distribution table indicates only the numbers and names of the targeted prefectures while numbers and names of counties are available at the RCSC upon request.*

**Impact on beneficiaries**

Despite good coping mechanisms of both individuals and communities in China, all beneficiaries interviewed by Federation delegates expressed their satisfaction with the quality of rice provided by the Red Cross and confirmed that the assistance has provided them with some food security.

Federation Field delegates assisted in three distributions of rice to the beneficiaries. It should be noted that during these visits to distribution points at different locations not all beneficiaries received the full ration of 45 kg of rice.

The information on a possible increase of numbers of beneficiaries in provinces and a proportional decrease of the rations or possible subsequent distributions up to the full ration of 45 kg has not been provided by the RCSC to the Federation.

The delays in the implementation of the programme (PoA 2 and PoA 5) do not seriously affect survival strategies of the beneficiaries since most of them have benefited already from the Government support either through the emergency relief either through Aid-for-poor programmes or from the support of other donors (e.g. Hong Kong branch). The appropriateness of the assistance remains high since the food deficit of the beneficiaries is considerably longer than three months.

Nevertheless delays in the pipeline may have lessened the impact of the assistance in terms of preventing people from borrowing rice.

**Non-Food Relief items**

**Water and sanitation w**

***Objective 1: to provide water purification powder and disinfectant for the benefit of 1 million men, women and children in areas where water sources have been contaminated.***

Generally speaking, water purification materials are needed in the immediate aftermath of a flooding situation and therefore the above Appeal objective was framed into a Plan of Action 1 (**PoA 1**). Given the experience with the water purification powder (WPP), which was used for the first time in response to 1999 floods, the RCSC opted for this “floculating agent” that not only purifies but collects the sediment from the collected water and forces it to the bottom of the container instead purchasing the water purification tablets.

At the very early stage of the operation, it was planned to purchase 50 MT of water purification powder but this originally anticipated quantity was reduced to ten 10 MT and as such expressed in the PoA 1. This reduction of the quantity to be purchased was due primarily to the Appeal coverage limitations at the time of

procurement but also to the fact that the WPP has a limited value for beneficiaries if not available at the very early stage of an emergency and especially in a flash flood situation.

Even though the lessons learned from the 1998 and 1999 floods indicate that stocks were kept in some provincial branches (balance from 1998 operation released during floods in 1999 and replenishment of depleted stocks made possible due to the late arrival of WPP in 1999), the RCSC reports on stocks released for the current operation have not been made so far available to the Federation.

**Implementation of the Plan of Action 1 (PoA 1)**

After a tendering process, the RCSC headquarters contracted on 24 July 2002, the company “Beijing Zhongzi Trade Development Company Ltd.” for supplying a total of 712 boxes of WPP which is an equivalent of 9,968 MT with the price of RMB 2,000 per box. As stipulated in the contract , the time-frame for delivery of the water purification powder from the supplier to the provincial RC branches by cargo containers was to take place between August 04-August 20, 2002.

Water purification powder is packed in 70 gr sachets and further into boxes. Each box weighting 14 kg, contains 200 sachets.

Each sachet is to purify 1,500- 2,500 liters of natural water. If one takes as average 2,000 liters of water purified with one 70 gr. sachet , then a portion of 0.7 grams of powder provides 20 liters of clean water per person, per day which brings the average number of portions per box to 20,000.

A total of 712 boxes procured under the current Appeal represent and equivalent of 142.4 million water purification powder portions. However not all of procured quantities were used. According to the distribution statistics 87.2 % of procured WPP were used with remaining quantities are kept on stocks.

Beneficiary/houshold/local community rations were not defined neither agreed prior to the distribution. Therefore the use of WPP varied largely from one province to another and from one community to another. In some places, WPP was distributed by the RC and/or Public Health offices to individual beneficiaries/ households which during the distributions were provided with the instructions for use. In other places, allocated quantities were given to the community water supply stations thus purifying systems designed for a number of users. As a result there is no clear analogy between the quantity of WPP used and the number of beneficiaries.

**Distribution of water-purification powder according to the PoA 1**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	Total
Means of delievery to the province	train	N/A	N/A	train	train	Train truck	Air Train	Air Truck train	
Date of Receipt of goods by the province	Aug. 19	Aug.24	Aug.22	Aug.26	Aug.14	Aug.27	Aug.10 Aug.26 Sept.12	N/A	
Number of boxes received by provinces	106	106	106	106	72	72	72	72	<b>712</b>
Number of boxes distributed within the province	95	38	106	106	72	72	72	60	<b>621</b> (8, 670 kg)
No. of prefectures assisted	10	1	1	6	2	10	7	5	42
Distribution	N/A	Aug 24 Nov.6	Sept.20	Aug.29 Sept.30	Aug.14 Sept.3	Aug.10 Sept.20	Aug.10 Sept.20	Aug.20	

time frame									
Beneficiaries <sup>6</sup>	42'857	14'285	42'000	10'600	10'000	7'220	295'545	40'000	<b>462'507</b>
Stocks	11	68	0	0	0	0	0	12	<b>101</b>

**1 box=200 sachets x 70 gr each=14 kg**

*Please note that for reporting purposes, the distribution table indicates only the numbers of the targeted prefectures while numbers and names of counties are available at the RCSC upon request.*

**Impact on beneficiaries**

If the prevention of outbreaks of the diarrhoea epidemic in target areas is the only parameter for measuring the programme impact then the programme proved to be effective.

The Public Health Offices in the affected provinces and their teams have played a major role in achieving this objective by using WPP supplied either by the RC or other sources. Teams were essential for distributing the WPP to beneficiaries and instructing them on the usage. However the RC has been incorporated in those teams since the differentiation between the Public Health authorities and the RC at the lower levels of the organisation has not been achieved yet and therefore many of the activities are essentially inter linked.

Most of the beneficiaries and local RC branches which have been interviewed by Federation Field delegates have clearly indicated the preference for using water purification tablets instead of the WPP since the later are easier for the use of individual households. The WPP appeared to be useful for purifying the community water plant systems. Some of the provinces have also expressed concerns about the expiry date of the WPP which has not been clearly indicated and therefore understood by the local RC branches.

**Shelter**

***Objective 1: to provide 2,000 tents to vulnerable segments of the population who have lost their homes because of floods***

Similarly to the water purification materials, tents are generally speaking needed in the immediate aftermath of a disaster and therefore the above Appeal objective was framed into a Plan of Action 1 (PoA 1).

At the early stage of the operation, it was planned to purchase 2,000 tents but this originally planned quantity was reduced to 1,755 pieces and as such expressed in the PoA 1. This reduction of the quantity to be purchased was due primarily to the Appeal coverage limitations at the time of procurement but also to the fact that tents have a limited value for beneficiaries if not available at the very early stage of an emergency. In addition, the RCSC and its branches have released existent stocks to complement distributions of tents carried out primarily by the Ministry of Civil Affairs. According to the current system in place in the RCSC, donation of tents to the beneficiaries is temporary by nature. Once resettled, users of the tents have the obligation to return them to the Red Cross. However, RCSC reports on the stock levels prior to the disaster and on the stocks released for the current operation have not been made so far available to the Federation.

***Implementation of the Plan of Action 1 (PoA 1)***

After a tendering process, the RCSC headquarters contracted on 25 July 2002, the company “Nanjing Nanjiang Tourist Commodity Corporation Ltd.” for supplying a total of 1,755 tents with the price of RMB 1,700 per tent.. As stipulated in the contract , the time-frame for delivery of the tents from the supplier to the provincial RC branches by truck was to take place between August 11-August 15, 2002.

The tents that have been procured are family size tents, 12 (3x4) square meters tents, made of the PVC material, without a ground sheet and with one ventilation window. The price of RMB 1,700 per tent or USD 205(at the exchange rate of 1RMB=8.26 USD) appeared to be substantially higher than the price of USD 107 per tent which was provided as a reference by the Logistics department of the Federation Secretariat.

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<sup>6</sup> Definition of beneficiaries depends on how the WPP was distributed and used and could be referred to individuals, households or communities of X number of inhabitants which are connected to the local water supply network which have been purified. Therefore the quantities of WPP which have been distributed is not proportional to the number of beneficiaries.

**Distribution of tents according to the PoA 1**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	Total
Means of delivery to the province	track	trach	N/A	track	train	track	track	N/A	
Date of Receipt of goods by the province	Aug.19	Aug.21	Aug.16	Early August	Aug.14	Aug.22	Aug.16	Aug.29	
Quantity received (pcs) by the provincial RC	260	260	260	260	180	175	180	180	<b>1'755</b>
Number of tents <sup>7</sup> distributed within province(pcs)	205	18	50	260	180	70	180	100	<b>1'063</b>
No. of prefectures	5	1	2	7	5	7	2	6	35
Distribution time frame	Sept.20 Oct.30	N/A	Sept.20 Oct.10	Aug.29 Sept.30	Aug.14 Sept.03	Aug.22 Sept.04	Aug.16 Sept.15	Aug.29 Sept.01	
Beneficiaries planned <sup>8</sup>	3'120	122	840	1'560	10'720	875	912	500	18'649
Beneficiaries actual <sup>9</sup>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
Stocks (provincial level)	55	N/A	N/A	N/A	N/A	N/A	N/A	80	
Stocks (prefecture level)	N/A	242	210	N/A	N/A	105	N/A	N/A	

*Please note that for the reporting purposes, the distribution table indicates only the numbers of the targeted prefectures while numbers and names of counties are available at the RCSC upon request.*

**Impact on beneficiaries****Direct**

The combination of factors such as a nature of the flash floods during which the water levels are receding as rapidly as they rise, coping mechanisms of the beneficiaries in China and the climate has largely limited the use of the tents .

Only a small portion of those who have lost their homes have been accommodated under tents, a majority had stayed with relatives, friends and neighbours. Those whose homes have been even seriously damaged by floods were in the most of the cases, reluctant to leave them. In addition, tents proved to be inappropriate for beneficiaries in the southern provinces where the climate is hot and very humid. A lack of ground floor and related exposure to insects as well as a lack of ventilation and related exposure to elements in the tent were the major objections of the only family living in the tent that the Federation Field delegates had a chance to interview.

Local governments in the affected provinces have assessed the damages and are currently allocating to beneficiaries funds for the construction/reconstruction of their homes. The amounts of funds allocated vary from one province to another.

<sup>7</sup> RCSC reports refer to the number of tents dispatched from the provincial RC to prefectures which does not necessary imply that the tents were distributed further to beneficiaries.

<sup>8</sup> RCSC reports do not indicate clearly if the numbers stated as beneficiary numbers refer to the planning figures or to figures of the actual beneficiaries.

<sup>9</sup> idem

The RCSC is also running a reconstruction programme in four provinces: Jiangxi, Hunan, Shaanxi and Yunnan. The funding for the programme has been secured by the Hong Kong branch and will be used for the construction of township hospitals in the affected counties in Jiangxi, Hunan and Shaanxi while the support in Yunnan will focus on rebuilding two villages in the new and safer settlement areas. The whole project is expected to be completed by June 2003.

### **Indirect**

Even though it appears that tents that were procured under the current appeal have not been largely used in the aftermath of the floods, they have an indirect value. Since the tents have been kept on the largely depleted RC stocks of the provincial and prefecture branches, these branches have been provided with an opportunity to react promptly to any future disaster that may require this type of relief items.

However there is an obvious need to maximise both the effectiveness of the limited donor support and the efficiency of RC relief interventions thus maximising the benefits for the affected people by increasing technical and management skills and knowledge in keeping a proper record of the stocks levels, maintaining existent stocks and fine-tuning the rationale against a set objective when requesting relief items either through proposals for restocking or emergency appeals.

### ***Objective 2: Provide 20,000 quilts to the most vulnerable segments of the flood-affected population.***

A total of 30,974 quilts had been procured and distributed which is more than 150% of the target objective.

At an early stage of the operational planning, the Appeal target of providing 20,000 quilts to the flood affected population was already increased by 7,000, thanks to the balance of funds which have been made available following the decision to decrease the quantity of the WPP to be purchased. (*please refer to the section on Water and Sanitation above*).

Bearing in mind that in July and August the needs were increasing daily across China, and that quilts are especially needed in the period from October to March, the set objective was modified and as such originally framed into the **PoA 4** and subsequently into the **PoA 5** that was made possible thanks to additional funds received in response to the disaster.

The increase of the quantity of quilts that have been procured under the PoA 4, and which is totaling 30,974 pieces (compared to the set objective of 27,210) is based on the lower price per quilt than the estimate used for budgeting purposes. The RCSC and the Federation were able therefore to increase the quantity of goods to be purchased and to assist an increased number of beneficiaries without modifying the initial budget line. The need for quilts is a longer-term and suitable in the “prolonged” phases of an emergency.

### ***Implementation of the Plan of Action 4 (PoA 4)***

After a tendering process, the RCSC headquarters contracted, on 13 August 2002, the company “Zhejiang Wenzhou City Ya Le Mei Bedroom Commodity Company Ltd.” for the manufacturing of a total of 30,974 quilts (150cm x 215cm) with the set price of RMB 56 per quilt. The agreed quality standards and technical specification were agreed upon. The quilts are made of cotton fabrics and polyester fibre filling.

According to the contract, the delivery of quilts from the manufacturer to the provincial RC branches is to be done by truck, latest by 12 September 2002. The manufacturing of quilts (with the producer capacity of 1,000 quilts per day) started on 17 August 2002.

In line with the contract, the manufacturer was delivering the quilts gradually. Once the quantities required per each targeted province were produced, they were dispatched to the destination. The RCSC headquarters has suggested to the branches to use a ration of one quilt per beneficiary. The branches remained however flexible in modifying the suggested ration according to the needs and preferences of the local communities’. As a result of this flexibility, the needs and the available quantity of quilts, the branches in the affected provinces applied different criteria ranging from one quilt per person to one quilt per two persons or even one quilt per family.

### **Distribution of quilts according to the PoA 4**

Provinces	Guangxi	Jiangxi	Shaanxi	Hunan	Sichuan	Chongqing	Fujian	Guizhou	<b>Total</b>

Means of delivery to the province	train	N/A	train	truck	truck	N/A	truck	N/A	
Date of Receipt of goods by the province	Sept.20	Sept 23 Oct.22	Sept.24	Sept.25	Sept.03	Sept.07	Sept.3-15	Sept.19	
Quantity received (pcs)	4'646	4'646	4'646	4'646	3'098	3'098	3'098	3'096	<b>30'974</b>
Quantity distributed within the province(pcs)	4'646	4'646	4'646	4'646	3'098	3'098	3'098	3'096	<b>30'974</b>
No. of prefectures	4	10	6	14	2	7	2	3	48
Distribution time frame	Sept.20- Sept.30	Sept.23 Oct.22	Sept.24 Nov.11	Sept.25 Sept. ?	Sept.03 Oct.10	Sept.07- Oct. 15	Sept.03- Sept.23	Sept. 19-30	
Beneficiaries	9'292	4'646	4'646	9'292	6'196	3'098	6'196	3'096	<b>46'462</b>

*Please note that for the reporting purposes, the distribution table indicates only the numbers of the targeted prefectures while numbers and names of counties are available at the RCSC upon request.*

### **Impact on beneficiaries**

Quilts are highly appreciated by beneficiaries because they can use them as a cover and a mattress. Distribution of quilts within the PoA 4 was completed by mid-November which is the period when the cold weather starts in most of the flood affected provinces. This timely arrival of quilts before the cold season has maximise the impact on beneficiaries. The quilts have already in previous operations proven to be a valuable assistance for beneficiaries.

### ***Other Relief Items***

In response to the emergency alert around the Dongting lake, the RCSC branch in Yueyang procured with the support of the Federation 59,340 bottles (600 gr each) of mineral water worth 95,910 RMB (approx. US \$ 12,000). to help rehydrate volunteers and troops which were reinforcing the dikes around the clock for several days.

### **National Society Capacity Building w**

The Appeal includes also a request for vehicles and IT equipment and a coverage of operational costs. The purchase of two vehicles through the Regional Delegation in Beijing is underway. At the time of reporting the RCSC has not provided additional information on vehicles or IT equipment that would have been procured by the National Society.

This type of support aims at increasing the NS efficiency in the implementation of the relief operation but also at strengthening the overall capacity of the RCSC which in recent years is becoming independent from the Ministry of Health and is positioning itself in the emerging civil society in China. This ongoing separation of the National Society from the Ministry of Public Health (MoPH) has resulted among other things in a shift in relief focus away from medical support, dispatching medical teams and providing basic medicines, towards a the provision of basic relief items such as shelter, quilts, clean water and food in emergencies and on the short term community based interventions aimed at improving water sanitation systems.

Further strengthening of the RCSC/Federation Finance Development and Computerization Programmes at the provincial and prefecture level as well training in reporting and logistics for both the headquarters and provinces would be a help tool to enhance the National Society capacity.

Being more of a continent than a country, China has a significant variance from one province to another. *Any attempt to try describing China in terms of average, aggregate numbers runs the risk of missing some of the crucial information.*<sup>10</sup> Similarly the state, the Red Cross of China, is facing the same challenge.

### Coordination w

Co-ordination is not a major challenge since the Red Cross components (RCSC and the International Federation) and the Government agencies are the major actors. The extended UN Disaster Management Team (UNDMT) chaired by WFP Head of Mission in Beijing and gathering high-level representatives of donors' embassies, UN agencies, the World Bank, International Federation of Red Cross and Red Cross Societies, Government of China (Ministry of Civil Affairs (MoCA) and Ministry of Agriculture) and few international NGOs has met once (September, 02, 2002) during the reporting period.

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*All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable. This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support, and these programmes are outlined on the Federation's website.*

*For further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>.*

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<sup>10</sup>*UNDP-China Human Development Report, June 2002, Preface and Acknowledgements: page v.*

China - Floods						ANNEX 1
APPEAL No. 16/2002		PLEDGES RECEIVED			20.12.2002	
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
<b>CASH</b>						<b>TOTAL COVERAGE</b>
REQUESTED IN APPEAL CHF ----->				<b>5'044'000</b>		<b>106.8%</b>
AMERICAN EMBASSY		300'000	USD	466'710	12.07.2002	
AMERICAN - RC		100'000	USD	147'400	31.07.2002	BILATERAL
AUSTRALIAN - GOVT		500'000	AUD	420'750	04.07.2002	
AUSTRALIAN - RC		18'710	AUD	15'512	28.07.2002	
AUSTRIAN - RC		40'000	EUR	58'900	09.07.2002	WATER/SANITATION NEEDS
BRITISH - RC		30'000	GBP	68'862	27.06.2002	FOR RELIEF ITEMS AND SUPPORT COSTS
BRITISH - GOVT/DFID		313'726	GBP	713'727	09.07.2002	WATER/SANITATION ACTIVITIES, BLANKETS, QUILTS, SUPPORT COSTS
CANADIAN - RC		26'000	CAD	26'151	28.06.2002	
CANADIAN - VOT/CIDA/IHA		247'500	CAD	237'922	23.07.2002	FOR WATER PURIFICATION POWDER & DISINFECTANT, 2000 TENTS, 20000 QUILTS
DANISH - RC		231'250	DKK	45'903	08.07.2002	
DANISH - GOVT		30'000	USD	44'700	28.06.2002	
ECHO (02001)		1'000'000	EUR	1'468'000	12.09.2002	
FINNISH - RC		50'000	EUR	73'815	27.06.2002	
GERMAN - RC		25'000	EUR	36'700	20.09.2002	
JAPANESE - RC		167'000	USD	259'802	04.07.2002	
KOREAN, REP. - RC				30'000	08.07.2002	
MALAYSIAN - PRIVATE DONORS		419	MYR	165	19.08.2002	
MONACO - RC		15'000	EUR	22'088	25.06.2002	
NETHERLANDS - PRIVATE DONOR		5'000	EUR	7'340	25.09.2002	
NEW - ZEALAND - RC		30'000	NZD	22'782	26.06.2002	
PRIVATE DONORS				256	01.08.2002	
SINGAPORE - RC		50'000	SGD	43'547	19.07.2002	
SPANISH - RC		6'000	EUR	8'819	22.07.2002	
SWEDISH - GOVT		700'000	SEK	112'700	31.05.2002	
SWISS - GOVT				1'000'000	30.08.2002	
SWISS - PRIVATE DONOR		1'200	CNY	226	25.07.2002	
TURKISH - RC				20'000	25.06.2002	
SUB/TOTAL RECEIVED IN CASH				5'352'777	CHF	106.1%

<b>KIND AND SERVICES (INCLUDING PERSONNEL)</b>						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CANADA	DELEGATE(S)			11'498	30.07.2002	
JAPAN	DELEGATE(S)			11'006	30.07.2002	
SWEDEN	DELEGATE(S)			11'992	30.07.2002	